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ABSTRACT

The report describes a Vermont project begun in 1970 and designed to assess the long term value of the Special Work Project (SWP), or Public Service Employment, as a vehicle for providing transitional employment to unemployed members of low income families with children receiving public aid. The study attempted to contact and interview the 609 participants who had completed or terminated Special Work Training prior to June, 1973, in order to determine their employment status and public aid recipient status at 9, 12. 18, 24, and 30 months subsequent to SWP. At each follow-through contact, completers were significantly more likely to be employed than were terminators (69% of completers versus 44 percent of terminators). Among all 486 trainees located and interviewed, there was a significant decrease in persons receiving public assistance, from 58 percent to 32 percent, between the time of entry into SWP training and the follow-through contact nine months subsequent to training. The study also describes hourly wage experience over time, types of employment, characteristics of trainees, and trainees' perception of project value. Twenty-two detailed tables are included, and additional project data is appended. (Author/JR)

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LONG TERM FOLLOW-THROUGH

OF PARTICIPANTS IN THE VERMONT

EXPERIMENTAL AND DEMONSTRATION PROJECT

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Vermont Department of Employment Security

Madelyn Davidson, Commissioner

The Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor

December 1974

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LONG TERM FOLLOW-THROUGH OF PARTICIPANTS IN THE VERMONT EXPERIMENTAL AND DEMONSTRATION PROJECT

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16. Abstracts This report provides insights on the long term value of Special Work training, or Public Service Employment, as a vehicle for providing transitional employment to unemployed members of low-income families with children. The study attempted to contact and interview the 609 participants who had completed or terminated Special Work training prior to June 25, 1973 in order to determine their employment status and ANFC recipient status at nine, 12, 18, 24, and 30 months subsequent to SWP. At each follow-through contact, completers were significantly more likely to be employed than were terminators. A minimum of 69% of all completers were employed full time at ary follow-through contact compared to a maximum of 44% of terminators. Among all 486 trainees located and interviewed, there was a significant decrease in persons receiving ANFC benefits from 58% to 32% between the time of entry into SWP training and the follow-through contact nine months subsequent to training. The study also describes hourly wage experience over time, types of employment, characteristics of trainees, and trainees' perception of project value.

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PREFACE

In mid-1970, as a consequence of welfare reform legislation then pending in the United States Congress, the Vermont Department of Employment Security was chosen to test and document experimentation in the manpower training aspects of the proposed legislation. The overall objective of the resulting Experimental and Demonstration (E&D) Manpower Pilot Project was to explore the feasibility and value of alternative approaches and procedures for conducting the Special Work Project (Public Service Employment) for the unemployed and Upgrading training for the working poor, as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

The project thus had two major components within the overall project:

- "Special Work Project" whereby unemployed persons, by performing work (at public and private nonprofit agencies in the public interest) can develop job skills which enable them to obtain nonsubsidized (private or public) employment,

- "Upgrading training" whereby low-income employed persons ("working poor") can develop new job skills for which they receive increased salary.

More specifically the project:

- developed various designs for operating the two manpower programs,

- tested operating practices to identify smooth running procedures,

- tested the feasibility and relative effectiveness of alternative operating procedures,

-identified problems and issues central to the establishment and running of these programs,

-prepared technical materials and other aids for use in the programs,

-monitored and evaluated outcomes of activities,

-determined requirements for administration, facilities, staff and financing of the programs,

-established guides for determining how these programs might fit into the overall mixture of manpower programs and services at the local level,

-developed the necessary guidelines and manuals for effectively replicating the programs elsewhere,

-researched and documented the effect of the program on E&D manpower clients and,

-produced monographs on salient aspects of project experience, relevant to planning activities at the national level for implementation of welfare reform and/or public service employment programs.

The project was initiated on July 1, 1970, and terminated on October 31, 1973. Operation of the project was divided into the following segments:

July 1, 1970, through October 31, 1970: Planning, initiation, and startup,

November 1, 1970, through June 30, 1971: Operations limited to Chittenden and Lamoille counties,

July 1, 1971, through June 30, 1972: Statewide operations,

July 1, 1972, through June 30, 1973: Statewide operations,

July 1, 1973, through October 31, 1973: Evaluation, writing, printing and publishing.

FINAL TRAINEE SUMMARY		SPECIAL WORK		
As of July 2, 1973	Number	Number	Number	Percentage of Total Enrollees
Total Special Work Enrollments		656		100%
Completed Training		430		65.6%
-Completed, Placed in employment	307			46.8%
-Completed, Placed in Work Training	26			4.0%
Total Placements			333	50.8%
-Completed, Placed in Education or Skill Training	6			0.9%
-Completed, Awaiting Placement	91			13.9%
Terminated Training		226		34.4%
-Good Cause	99			15.1%
-Without Good Cause	127			19.3%

FINAL TRAINEE SUMMARY		UPGRADING	
As of July 2, 1973	Number	Number	Percentage of Total Enrollees
Total Upgrading Enrollments		144	100%
-Completed Training		118	81.9%
Upgraded	114		79.2%
Not Upgraded	4		2.8%
-Terminated Training		26	18.0%
Good Cause	17		11.8%
Without Good Cause	9		6.2%

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SECTION I

SUMMARY

This summary reviews the more pertinent findings of the long term follow-through study of participants in the Vermont Experimental and Demonstration Project which are developed in much greater detail in Section III of this report.

During the 32 months of Special Work Project operations, 652 unemployed members of low-income families with children were enrolled in Special Work training. Of those 426 persons who completed training (65% of all enrollees), 336 were placed in non-subsidized employment within 14 days of project completion (52% of all project enrollees, 79% of all project completers).

The long term follow-through study attempted to locate and interview 609 clients who had completed or terminated Special Work training prior to June 25, 1973. Of the 609 former Special Work trainees sought, 486 were interviewed, and 109 were verified as relocated outside the state, deceased, or institutionalized. Only 14 were unable to be categorized in either of the preceding two ways. Of the 486 clients who were located and interviewed, all had been out of training at least 12 months, 407 had been out of training at least 18 months, 312 had been out of training at least

24 months, and 140 had been out of training at least 30 months.

A. Labor Force Status Over Time

The percentage of all former Special Work trainees employed nine months subsequent to training completion or termination was 65%. This percentage decreased slightly, but steadily, at each subsequent follow-through contact, reaching a level of 51% of all former trainees employed at the 30 month follow-through contact.

The percentage of all clients classified as "Unemployed, Not In Labor Force" was at a low of 18% at the nine month follow-through contact, but this percentage increased steadily over time thereafter reaching a high of 31% at the 30 month follow-through contact. The percentage of all former trainees who were "Unemployed, Looking For Work" was 18% at the nine month follow-through contact and remained nearly static at each subsequent follow-through contact thereafter. Thus, while employment declined over time and lack of availability for employment increased over time, the percentage of unemployed former trainees tended to remain relatively static over time.

Females were only slightly less likely than males to be employed at each follow-through contact over time. Total employment percentages for females and for males at each follow-through contact exhibit quite similar trends. For females and males respectively, 64% and 67% were employed at nine months, 63% and 64% were employed at 12 months, 57% and 63% at 18 months, 56% and 58% at 24 months, and 49% and 52% at 30 months. That is, female former trainees tended to retain employment over time at approximately the same level as male former trainees.

Females, however, tended to be unavailable for employment significantly more than males. In percentage terms, females were at least twice as likely to be classified as "Unemployed, Not In Labor Force" at each follow-through contact as were males, and with the exception of the 18 month contact, males were at least twice as likely to be classified "Unemployed, Looking For Work" as were females. Females, in other words, tended to be consistently less available for employment than males.

B. Employment Status at Follow-Through Contacts by Special Work Termination Status

Former trainees who completed Special Work training were consistently and significantly more likely to be employed at each and every follow-through contact than were former trainees who terminated training prior to completion. A minimum of 69% of all completers were employed at any of eight follow-through contacts of from one month to 30 months after completion of training. From a high of 82% of all completers employed at three months after Special Work training, there was a gradual decline in percentage of completers employed at each subsequent follow-through contact to a low

of 69% at the 30 month contact. Conversely, a maximum of 44% of terminators were employed at any of eight follow-through contacts of from one month to 30 months after termination of training. From a low of ten percent of all terminators employed at one month after Special Work training, there was an increase to 21% at three and six months with a further increase to a high of 44% at nine months before a gradual, but steady, decline to 36% at 30 months subsequent to termination from Special Work training.

The percentage of completers unavailable for employment was consistently and significantly lower at each follow-through contact than were terminators. The percentage of completers who were unemployed, yet available for employment, never exceeded 15% at any follow-through contact.

C. Employed as a Percentage of Those Available for Employment: Completers Versus Terminators

By disregarding persons who were "Not In Labor Force" and thus were unavailable for employment, it becomes apparent that at least 83% of all completers who were available for employment at any follow-through contact were, in fact, employed. In like manner, from the nine month through the 30 month contact from 58% to 64% of all terminators who were available for employment were, in fact, employed.

D. Employment Status Over Time Compared to Client Characteristics at Time of Enrollment in Special Work Training

When comparing employment status at five time intervals since training with various participant characteristics assessed at time of enrollment, it was found that retention of employment over time was quite similar for both males and females.

With regard to persons assessed as having physical or mental handicaps, trainees without recognized handicaps showed a higher rate of being employed at all follow-through contacts except the 30 month contact than did non-handicapped persons.

Non-disadvantaged persons evidenced a relatively stable level of employment over time, going from 69% of all non-disadvantaged participants employed at nine months to 65% at 30 months, with slight variations in between. The disadvantaged group, on the other hand, evidenced a much lower percentage employed at each follow-through contact, from 63% at nine months down steadily to 46% at 30 months. Also, disadvantaged persons displayed a more pronounced tendency to drop out of the labor force over time than did non-disadvantaged persons.

Although there was no significant difference in educational attainment among various employment status groups at the nine month follow-through contact, those employed at later contacts did evidence slightly higher levels of educational attainment than did

unemployed participants.

The study suggests that the higher a participant's personal and family income in the 12 months immediately prior to Special Work enrollment the greater tendency such participant had to be employed at each time interval subsequent to completion or termination of Special Work training. Although the difference in prior income levels was not great, it appears that generally the higher the income prior to Special Work training the greater the potential to remain in the labor force and continue working.

Those persons who had been receiving ANFC prior to entry into training did not maintain employment over time to the degree evidenced by those who had not been receiving ANFC. Review of a further characteristic, the length of time that participants had received ANFC prior to entry into training, indicates that the greater the length of time on ANFC prior to enrollment the greater was the tendency to be unemployed at each follow-through contact. Also, at every follow-through contact except 30 months, those participants with the longest time on ANFC had the greatest tendency to drop out of the labor force.

E. Types of Jobs Secured Over Time

Jobs in the category of Service accounted for 20% to 28% of all jobs held by all employed former trainees at each follow-through contact. Three categories of jobs -- 1) Professional, Technical, and Managerial, 2) Clerical, and 3) Service -- accounted for 72% of all jobs held at nine months, 70% at 12 months, 65% at 18 months, 62% at 24 months, and 56% at 30 months. In percentage terms, females were roughly twice as likely as males to find jobs in these three categories.

F. Continuity of Employment Over Time: Completers Versus Terminators

Completers, in percentage terms, were far more likely to retain one continuous job from the nine month contact through subsequent contacts than were terminators. A total of 160 completers, or 50% of all completers, held one continuous job from the nine month contact through from one to four additional contacts depending upon the time period specific trainees had been out of training. While completers were much more likely than terminators to retain one continuous job over time, terminators were more likely to be continuously unemployed over time.

G. Hourly Wage Experience Over Time

The average hourly wage for all trainees employed nine months after completion or termination of Special Work training was $2.47 per hour. Comparable figures at 12 months were $2.51 per hour, while trainees employed 18 months subsequent to training were earning an average of $2.66 per hour, and trainees employed

at 24 and 30 months were earning an average of $2.76 per hour. These averages compare quite favorably to wage levels trainees had customarily earned in the past. The average hourly wage of $2.51 per hour earned by all trainees employed 12 months subsequent to training was a higher wage per hour than 72% of the first 500 persons enrolled in Special Work training had received on the last job they held prior to entry into training. It was also higher than 66% of all 652 Special Work enrollees had ever earned in their entire working careers prior to Special Work. Also, the average hourly wages earned by all employed trainees at nine months, 12 months, 18 months, 24 months, and 30 months were all considerably higher than the average wage of $2.19 per hour received by all 652 trainees while in subsidized Special Work training jobs. In addition, the $2.51 an hour average pay received by all employed persons 12 months subsequent to training was a higher figure than the wage paid by 81% of all jobs secured immediately subsequent to training by the first 266 trainees who completed Special Work training and found nonsubsidized employment within 14 days.

H. Welfare Benefit Experience Over Time

At time of enrollment in Special Work training, 282 persons (58%) were receiving ANFC benefits, while 204 persons (42%) were not. There was a significant decrease to 37% in the percentage of persons receiving ANFC benefits nine months subsequent to completion or termination of Special Work training. This percentage decreased only slightly thereafter at 12, 18, and 24 months subsequent to training and increased slightly to 35% at 30 months subsequent to training.

I. ANFC Recipient Status at Time of Special Work Training Enrollment Compared to ANFC Recipient Status 12 Months Subsequent to Completion or Termination of Special Work Training

Of the 486 persons in the long term follow-through sample, 204 persons (42%) were not receiving ANFC at time of enrollment, while 282 persons (58%) were receiving some amount of ANFC at time of enrollment. Only 170 trainees (35%) were receiving ANFC 12 months after training completion or termination. Of the 282 persons receiving some amount of ANFC at time of enrollment in Special Work training, 193 (68%) were receiving less, 56 (20%) were receiving approximately the same amount, and 33 (12%) were receiving more ANFC 12 months subsequent to Special Work training completion or termination. Forty-eight percent (135 clients) of those who had received some amount of ANFC at enrollment were no longer receiving any ANFC 12 months subsequent to training. However, 23 persons who were not receiving any ANFC at time of enrollment in training were receiving ANFC 12 months subsequent to Special Work training completion or termination. Therefore, the total decline in numbers of persons receiving ANFC benefits between time of enrollment and 12 months subsequent to training amounts to 112 persons, or a reduction in total numbers receiving

ANFC benefits of 40%. Of 215 clients who received $200 or more per month in ANFC benefits at time of enrollment in Special Work training, 153 (71%) were receiving less ANFC one year after training, 42 (20%) were receiving approximately the same amount, and 20 (nine percent) were receiving more.

J. Former Trainee Welfare Benefit Recipient Status at Various Long Term Follow-Through Contacts by Client Characteristics at Time of Enrollment in Special Work Training

Males, in percentage terms, were somewhat less likely than females to be receiving ANFC benefits at various long term follow-through contacts, except at 30 months when a significant increase is noted among the percentage of males receiving ANFC. After a considerable decrease for both males and females between time of enrollment and nine months subsequent to training, the percentage of males receiving ANFC remained relatively constant from nine months through 24 months before experiencing a significant increase at 30 months, while the percentage of females receiving ANFC decreased steadily from the nine month contact through the 30 month contact.

Handicapped status does not appear to have had a significant bearing on the ANFC recipient status of participants subsequent to training.

The level of educational attainment of participants upon entering Special Work training shows little difference for those who later received ANFC and those who did not.

Participants with higher earned incomes, either individual or family, in the 12 months prior to enrollment were less likely to receive ANFC benefits at any of five long term follow-through contacts of from nine to 30 months, although the difference was less pronounced at 30 months than it was at earlier contacts. Participants who were receiving ANFC at time of enrollment in Special Work training were significantly more likely to receive ANFC at each long term follow-through contact subsequent to training than were participants who were not receiving ANFC at time of enrollment. Fifty-five percent of persons who were receiving ANFC at time of enrollment were receiving ANFC nine months subsequent to training, while 12% of persons not receiving ANFC at time of enrollment were receiving ANFC at the nine month follow-through contact.

The longer the time period participants were receiving ANFC prior to Special Work enrollment the greater likelihood they had to be receiving ANFC at each time period following training. Among persons receiving ANFC at time of enrollment in training, those participants who were receiving ANFC nine months subsequent to training had been receiving ANFC for an average of 23 months prior to enrollment, while those not receiving ANFC at nine months subsequent to training had received ANFC for an average of 12

months prior to training enrollment.

K. Client Perception of Program Benefit

Among all 486 participants constituting the long term follow-through sample, 392 persons (81%) felt participation in Special Work training was of personal benefit to them, while 78 persons (16% of all participants in the sample) felt participation was of no personal benefit, and 16 persons (three percent) failed to respond. Completers were noticeably more likely to feel Special Work was of benefit to them than were terminators. Eighty-seven percent of all completers felt the program was beneficial to them, while 68% of terminators perceived the program as beneficial. Females were more likely to perceive Special Work training as beneficial than were males; 87% of all female clients perceived Special Work training as being personally beneficial, while 71% of all male clients perceived it as beneficial. To recapitulate, four out of five of all trainees felt Special Work training was personally beneficial. Female completers were most likely to perceive Special Work training as personally beneficial (90% had such a perception), while male terminators were least likely to perceive Special Work training as personally beneficial (54% had such a perception).

SECTION II

INTRODUCTION, BACKGROUND, AND HISTORY

A. Introduction

In June of 1970 the Vermont Department of Employment Security was funded by the Office of Research and Development, Manpower Administration, U.S. Department of Labor, to conduct an Experimental and Demonstration Manpower Pilot Project on Special Work training for the unemployed and Upgrading for the working poor. The major component of this project was Special Work training which was designed to subsidize transitional Public Service Employment for members of low-income families with children as a means of moving trainees into permanent, nonsubsidized employment. The operational phase of this project began in November 1970 and continued through June 1973, a period of 32 months.

During the course of the Vermont Experimental and Demonstration Manpower Pilot Project, some 652 individuals participated in Special Work training -- all of whom were initially interviewed at 30, 90, and 180 days subsequent to training completion or termination to determine immediate post-project employment and welfare recipient status.

The Office of Research and Development of the Manpower Administration had long been desirous of obtaining long term follow-through data on clients who had participated in various experimental projects sponsored by that Office. The Vermont Experimental and Demonstration Manpower Pilot Project offered an excellent opportunity to obtain and evaluate long term longitudinal data on participants in its Special Work training program (Public Service Employment).

This report, than, serves as an adjunct to the Final Report of the Vermont Experimental and Demonstration Manpower Pilot Project. The "Final Report" provides an analysis of the clients who participated in the project during its operational phase and their employment status at 30, 90, and 180 days subsequent to project completion or termination. This report, Long Term Follow-Through of Participants in the Vermont Experimental and Demonstration Project, analyzes the employment and welfare recipient status of a sample of 486 former trainees at nine, 12, 18, 24, and 30 months subsequent to Special Work training completion or termination.

It is hoped this study will provide insights on the long term effectiveness of Special Work training (Public Service

Employment) in providing transitional, subsidized employment leading to permanent, nonsubsidized employment.

B. Background

Over the past few years the Office of Research and Development, Manpower Administration, U.S. Department of Labor, has sponsored a variety of experimental manpower programs. The main purpose of such experimental programs has been to ascertain their viability and applicability for future full-scale manpower programming efforts. Such experimental programs explored the feasibility and value of alternative approaches and procedures for conducting various manpower efforts as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of those techniques deemed most rewarding. Further, these programs sought to determine the evolutionary results of such programs based on statistical data on the participants in terms such as employability improvement, increased earning potential, or self-sufficiency. In most instances the projects were conducted by a prime sponsor on a contractual basis within limited durations. When the projects were concluded and documentation completed, no further activity occurred. Therefore, data regarding client status, successes, and current circumstances were maintained during the operational phases of the various projects and at their respective conclusions, but not thereafter. The Office of Research and Development had long recognized the desirability of obtaining long term longitudinal data on project participants in order to ascertain project impact over time and probable benefit, or lack thereof, to such participants.

The Vermont Experimental and Demonstration Manpower Pilot Project had enrolled 652 members of low-income families with children in Special Work training during 32 months of operation between November 1970 and July 1, 1973. Substantial results had been obtained by the Vermont E&D Project in placing former Special Work trainees in nonsubsidized employment after training; of all 652 project enrollees, 336 or 52% of all enrollees, were placed in nonsubsidized employment within 14 days of leaving the project. Project staff had developed data accumulation devices and techniques, and a considerable amount of expertise in program analysis that culminated in the publishing of 19 monographs and special studies detailing numerous aspects of Public Service Employment (See APPENDIX A for a listing of monographs and special studies published by the Vermont E&D Project). This combination of experienced staff and reliable data accumulation and processing techniques presented a unique opportunity for initiation of a long term follow-through study of former Special Work trainees.

Such a study was undertaken to supplement the accumulated information previously gathered through the earlier post-training follow-through interviews conducted at 30, 90, and 180 days subsequent to training completion or termination. This study then,

presents the findings of the Long Term Follow-Through of Participants in the Vermont Experimental and Demonstration Project. The study was conducted to determine the status of former Special Work trainees at nine, 12, 18, 24, and 30 months subsequent to project completion or termination. The resultant report delineates former trainees' employment status and hourly wage rates over time, compares post-training employment status of project completers with terminators, examines trainees' welfare recipient status (ANFC only) at time of enrollment and subsequent to training, and details clients' perceptions of personal benefits derived from the Special Work training experience.

The Long Term Follow-Through of Participants in the Vermont Experimental and Demonstration Project will add to the store of knowledge available regarding the value of Special Work training, or Public Service Employment, as a positive approach to manpower programming in assisting a specific target group. The study will define the effect such a program has as a mechanism to provide transitional employment based on long-range results in terms of full-time employment and welfare savings, thus indicating the degree of self-sufficiency achieved by project participants.

C. History

The objective of this study was to conduct a survey of the 609 former trainees who had participated in the Special Work Program of the Vermont E&D Project and who had completed or terminated training by June 25, 1973. The survey was to be implemented by means of a personal interview with each former trainee by an E&D survey team member. The follow-through interviews planned in the post-project survey were to determine the status of each trainee at the date which marked nine months after completion or termination from Special Work training. Using this date as a starting point, the E&D survey team members would pose a series of questions relating to the status of participants at time intervals which marked 12, 18, 24, and 30 months after completion of or termination from Special Work training.

It was first necessary to determine what would be used as a survey instrument. In order to maintain a consistency with the old data file and to avoid an extensive reprogramming effort, the Follow-Through form used previously, with slight modification, (See APPENDIX B) was agreed upon. A separate Follow-Through form would be used for each time period since termination or completion for each participant. Thus, the survey involved the use of from one to five separate forms; the number required for each trainee depended upon the length of time which had elapsed between completion or termination from Special Work training and the time the interview was conducted.

The first part of the survey instrument contained questions of an objective nature encompassing the following:

1. Trainee activity in relation to the labor force
2. Welfare status
3. Supportive services
4. Employment data

    a. Employer's name
    b. Job title
    c. Hourly wage rate
    d. Beginning date of employment

The second part of the survey document contained two questions of a subjective nature:

1. Job-related problems
2. Trainee's perception of the usefulness of the Special Work training job

The next order of business was to bring the participant files up to date prior to the actual survey. Missing forms for previous follow-through periods and status forms were located and inserted into the files. Next, lists of trainees by local office were compiled based on the local office they were last affiliated with. These lists were to be used for distribution of work loads and for comparison with local office information.

Five survey personnel were hired the first week of May 1974 to supplement three experienced staff members. A few days were devoted to orientation of the survey team members regarding the Special Work Project participants and procedures to be followed in locating and interviewing them. First, they were assigned the task of determining how many forms were necessary for each client to be interviewed and entering preliminary data on the appropriate number of forms, i.e., name, address, etc.

During the course of the E&D Project, there had been 652 participants in all. However, in 1973 a cut-off date of June 25, 1973 was selected so that any client leaving the project after this date would not be involved in follow-through activity. As of June 25, 1973 there were 609 participants who had left the Special Work Project; therefore, this was the number selected for the Long Term Follow-Through Study. The intent of this study was to contact as many of the 609 participants as possible.

With the need to cover every section of the state, it was decided that a systematic search would be essential; consequently, each of the eight interviewers was assigned responsibility for locating and interviewing all former trainees in a specific area of the state. Where an initial approach revealed that a trainee had moved to another part of Vermont, the continuing search was turned over to the interviewer working in the area.

The first task facing the survey team was that of assembling current addresses of the former trainees. Initially, a list of

all former trainees was drawn up from the Central Office E&D file, grouping trainees by Employment Service (E.S.) local office area. Next, all addresses of former trainees in the Central Office file were compared with those on file in local offices. Additionally, individual local office staff members were consulted for personal knowledge of the current whereabouts of trainees. Using the revised addresses, the survey takers went into the field to begin interviewing the trainees. After working in the field a week, the interviewers met in the Central Office in Montpelier to evaluate their first efforts and to "compare notes." Each interviewer found that some of the trainees were no longer residing at given addresses. These first efforts at contacting participants underlined the fact that other means had to be explored in order to develop further leads as to the whereabouts of these trainees. Among the methods tried were: (1) checking local post offices, (2) checking local town clerks, and (3) checking local police departments. These efforts produced some results, but it was evident that ingenuity and improvisation would be required to locate some of the trainees.

The first approach taken involved utilizing the Department of Employment Security computer. By keying in the former trainees' Social Security numbers, the survey team members were able to review data from a printout if they appeared on the active Employment Service applicant file. Secondly, through interagency cooperation, interviewers were able to obtain assistance in verifying trainees' addresses from Department of Social Welfare district offices. This enabled interviewers to contact a number of former trainees who were receiving welfare assistance at the time the survey was in progress. Another instance of interagency cooperation occurred when survey team members were allowed the use of data resources of the Department of Motor Vehicles. By furnishing the names and birthdates of former trainees, interviewers were provided with additional addresses which proved useful. Access to the information in the data banks of these agencies assisted significantly in further reducing the number of former trainees who had been considered virually unlocatable for survey purposes.

Aside from the intra-agency and interagency approaches described above, individual survey takers improvised their own techniques for reaching new possible sources of information. These involved talking with utility companies, fuel distributors, local merchants, employers or former employers, ex-wives or husbands, parents, other former trainees, passersby, and tenants living in residences which were given as former trainees' addresses. As a result of these further inquiries, additional information was obtained which enabled survey team members to locate more of the seemingly unreachable trainees.

The many different means required to locate former trainees confirmed the fact that successful outreach depended upon diligent use of every available resource. The success of the overall process is best underscored by the final tabulation of statistical

data. Of the 609 former E&D trainees sought, 486 were interviewed, and 109 were verified as relocated outside the state, deceased, or institutionalized. Only 14 were unable to be categorized in either of the preceding two ways, since survey takers could neither locate them nor verify in any precise way their whereabouts or circumstances.

SECTION III

ANALYSIS OF LONG TERM FOLLOW-THROUGH DATA COMPILED ON FORMER SPECIAL WORK TRAINEES

A. Special Work Final Trainee Summary

Reference to TABLE 1 indicates that during the 32 months of Special Work Project operations, 652 unemployed members of low-income families with children were enrolled in Special Work training. Of those 426 persons who completed training (65% of all enrollees), 336 were placed in nonsubsidized employment within 14 days of project completion (52% of all project enrollees; 79% of all project completers).

On the other hand, 226 trainees (35% of all project enrollees) terminated training prior to completion. Of the 226 trainees who terminated, 98 (15% of all enrollees) terminated "for good cause" over which they had no personal control and such persons cannot be considered as representing either "success" or "failure." Conversely, 128 trainees (20% of all enrollees) terminated training prior to completion "without good cause" and must be viewed as the "failures" of the Special Work Project.

TABLE 1

Special Work Final Trainee Summary

	No.	Percent
Total Special Work Enrollments	652	100.0%
Completed Training	426	65.3%
Completed, Placed in Employment	336	51.5%
Completed, Not Immediately Placed*	90	13.8%
Terminated Training	226	34.7%
-Good Cause	98	15.0%
-Without Good Cause	128	19.6%

*Had not found employment within 14 days of completing Special Work training.

B. Definition of Sample and Actual Number of Former Special Work Trainees Surveyed at Each Long Term Follow-Through Contact

The long term follow-through study attempted to locate and interview 609 clients who had completed or terminated Special Work training prior to June 25, 1973. A survey form was to be completed for each trainee who had been out of training for nine months, 12 months, 18 months, 24 months, and 30 months. This meant going back in time at these intervals with decreasing numbers of clients. Of the 486 clients who were located and interviewed, all had been out of training at least 12 months, 407 had been out of training at least 18 months, 312 had been out of training at least 24 months, and 140 had been out of training at least 30 months. TABLE 2 depicts the sample and actual number of former Special Work trainees surveyed at each long term follow-through interval.

A word of caution is necessary regarding data for the 30 month follow-through contact. Only 140 persons had been out of training for 30 months when this survey was undertaken. Such persons had been enrolled in Special Work training in the early days of project operations when terminations were high and job placements low compared to overall project experience. These 140 persons, in addition to constituting a rather small sample, may be somewhat atypical with regard to project experience when compared to the total number of project trainees. The project experienced a definite trend in improved employment outcomes over time as operating personnel gained experience. In the early months of the project (before July 1, 1971), only about 32% of clients found employment as a direct result of the project. In the last six months of 1972, however, almost 70% of clients became employed.

TABLE 2

Definition of Sample and Actual Number of Former Special Work Trainees Surveyed at Each Long Term Follow-Through Contact

Time Period Since Client Completed or Terminated SWP	Total Possible Clients	Relocated Outside Vermont	Institutionalized or Deceased	Could Not Be Located	Total Clients Located and Surveyed	Number Surveyed as a Percentage of Possible
9 months	609	101	8	14	486	79.8%
12 months	609	101	8	14	486	79.8%
18 months	515	86	8	14	407	79.0%
24 months	400	67	8	13	312	78.0%
30 months	174	20	6	8	140	80.5%

C. Selected Demographic Characteristics: Client Universe Compared to Client Sample

TABLE 3 compares selected demographic characteristics for all 652 persons enrolled in Special Work training with those for the 486 persons who constitute the client sample for the long term follow-through study. Such characteristics are compared in order to determine if one group is significantly different from the other in any observable characteristic. It appears that both groups are quite similar in terms of those specific characteristics presented. The client sample of 486 persons has a slightly higher percentage of persons who were handicapped and a slightly higher percentage of persons who were disadvantaged than the 652 persons who constitute the client universe, but neither difference is significant.

TABLE 3

Selected Demographic Characteristics: Client Universe Compared to Client Sample for Long Term Follow-Through Study

Client Universe (N=652)			Client Sample (N=486)	
Marital Status:	Number	Percent	Number	Percent
Single	57	8.7	39	8.0
Separated	79	12.1	59	12.1
Divorced	168	25.8	119	24.5
Widowed	10	1.5	9	1.9
Married	338	51.8	260	53.5
	652	99.9	486	100.0
Education:	Number	Percent	Number	Percent
INA	--		2	.4
0-8 Yrs.	125	19.2	100	20.6
9-12 Yrs.	447	68.6	327	67.3
Over 12 Yrs.	80	12.3	57	11.7
	652	100.1	486	100.0
Sex:	Number	Percent	Number	Percent
Female	398	61.0	293	60.3
Male	254	39.0	193	39.7
	652	100.0	486	100.0
	Number	Percent	Number	Percent
Handicapped	158	24.2	133	27.4
Disadvantaged	417	64.0	328	67.5
AFDC Recipient:	Number	Percent	Number	Percent
Yes	367	56.3	282	58.0
No	285	43.7	204	42.0
	652	100.0	486	100.0

D. Labor Force Status Over Time

As indicated by TABLE 4, the percentage of all former Special Work trainees employed, both completers and terminators, including those employed with their Special Work training employer as non-subsidized employees, those employed with other employers, and those employed in work training programs, was 65% at the nine month follow-through contact and decreased slightly, but steadily, at each subsequent follow-through contact, reaching a level of 51% of all former trainees employed at the 30 month follow-through contact. (Information depicted by TABLE 4 is presented in greater detail by APPENDIX C.)

The percentage of all clients classified as "Unemployed, Not In Labor Force" was at a low of 18% at the nine month follow-through contact, but this percentage increased steadily over time thereafter reaching a high of 31% at the 30 month follow-through contact. Thus, it would appear that an appreciable percentage of former Special Work trainees either had a questionable attachment to the labor market, or were hindered from seeking employment by such reasons as transportation or child care problems. As will be discussed later, females were far more likely than males to be classified as "Unemployed, Not In Labor Force " and terminators were far more likely than completers to be classified this way.

Conversely, the percentage of all former trainees who were "Unemployed, Looking For Work" was 18% at the nine month follow-through contact and remained nearly static at each subsequent follow-through contact thereafter. Thus, while trainee employment declined over time and lack of trainee availability for employment increased over time, the percentage of unemployed former trainees tended to remain relatively static over time.

A steady decrease over time is evident in the percentage of all former trainees "Employed With Special Work Project (SWP) Employer," with 27% of all former trainees employed as nonsubsidized employees with their Special Work training employer at the nine month follow-through contact and only nine percent so employed 30 months after completion or termination of Special Work training.

This trend was offset by a steady increase over time, except for a slight dropoff at 30 months, in the percentage of former trainees who were employed with employers other than their Special Work training employer. At the nine month follow-through contact, 35% of all former trainees were so employed, while 40% of all former trainees were employed with other than their training employer at the 30 month follow-through contact.

TABLE 4

Labor Force Status Over Time: All Clients

	(N=486) 9 Months		(N=486) 12 Months		(N=407) 18 Months		(N=312) 24 Months		(N=140) 30 Months	
	No.	%	No.	%	No.	%	No.	%	No.	%
Unemployed, Not In Labor Force	85	17.5	86	17.7	85	20.9	81	26.0	43	30.7
Unemployed, Looking For Work	86	17.7	92	18.9	79	19.4	54	17.3	26	18.6
Employed	315	64.8	308	63.4	243	59.7	177	56.7	71	50.7
- Employed With SWP Employer	131	27.0	115	23.7	68	16.7	43	13.8	12	8.6
- Employed With Other Employer	170	35.0	183	37.7	167	41.0	130	41.7	56	40.0
- Work Training	14	2.9	10	2.1	8	2.0	4	1.3	3	2.1

With regard to total employment, TABLE 5 and TABLE 6 indicate that females were only slightly, certainly not significantly, less likely than males to be employed at each follow-through contact over time. Total employment percentages for females and for males at each follow-through contact exhibit quite similar trends. For females and males respectively, 64% and 67% were employed at nine months, 63% and 64% were employed at 12 months, 57% and 63% at 18 months, 56% and 58% at 24 months, and 49% and 52% at 30 months. That is, female former trainees tended to retain employment over time at approximately the same level as male former trainees. For all trainees, the percentage employed at each follow-through contact declined steadily over time from a high of 65% at nine months subsequent to training completion or termination to a low of 51% at 30 months subsequent to training completion or termination. The magnitude of this decline was quite similar for both females and males. Sex does not appear to have made any significant difference in retention of employment over time by former Special Work trainees.

However, TABLE 5 also indicates that the percentage of females classified as "Unemployed, Not In Labor Force" was consistently and significantly higher at each follow-through contact when compared to males. Females, in percentage terms, were at least twice as likely to be classified as "Unemployed, Not In Labor Force" at each follow-through contact as were males. At the nine month follow-through contact, 24% of all female former trainees were classified as "Unemployed, Not In Labor Force." This percentage dipped almost imperceptively at 12 months and rose steadily thereafter until the 30 month follow-through contact when 44% of all female former trainees were unavailable for employment.

While the percentage of female former trainees who were "Unemployed, Not In Labor Force" was consistently higher at each follow-through contact than the percentage of males falling within this category, the percentage of females classed as "Unemployed, Looking For Work" at each follow-through contact was consistently and significantly lower than the percentage of males falling within this category. With the exception of the 18 month contact, in percentage terms, males were at least twice as likely to be unemployed and looking for work as females. This situation is most noticeable at the 30 month follow-through contact when only seven percent of female former trainees were unemployed and looking for work compared to 30% of all male former trainees. Females, in other words, tended to be consistently less available for employment than were males.

As was the situation for all trainees, the percentage of females employed as nonsubsidized employees with their Special Work training employers declined steadily over time, with 30% of females so employed at nine months and nine percent so employed at 30 months, while the percentage of females employed with employers other than their Special Work training employers increased steadily over time, except for a slight decline at the 30 month follow-through contact.

TABLE 5

Labor Force Status Over Time: Female Clients

	(N=293) 9 Months		(N=293) 12 Months		(N=233) 18 Months		(N=168) 24 Months		(N=69) 30 Months	
	No.	%	No.	%	No.	%	No.	%	No.	%
Unemployed, Not In Labor Force	71	24.2	70	23.9	67	28.8	60	35.7	30	43.5
Unemployed, Looking For Work	36	12.3	39	13.3	33	14.2	14	8.3	5	7.2
Employed	186	63.5	184	62.8	133	57.1	94	56.0	34	49.3
- Employed With SWP Employer	87	29.7	77	26.3	39	16.7	23	13.7	6	8.7
- Employed With Other Employer	89	30.4	100	34.1	90	38.6	70	41.7	28	40.6
- Work Training	10	3.4	7	2.4	4	1.7	1	.6	0	0

TABLE 6

Labor Force Status Over Time: Male Clients

	(N=193) 9 Months		(N=193) 12 Months		(N=174) 18 Months		(N=144) 24 Months		(N=71) 30 Months	
	No.	%	No.	%	No.	%	No.	%	No.	%
Unemployed, Not In Labor Force	14	7.3	16	8.3	18	10.3	21	14.6	13	18.3
Unemployed, Looking For Work	50	25.9	53	27.5	46	26.4	40	27.8	21	29.6
Employed	129	66.8	124	64.2	110	63.2	83	57.6	37	52.1
- Employed With SWP Employer	44	22.8	38	19.7	29	16.7	20	13.9	6	8.5
- Employed With Other Employer	81	42.0	83	43.0	77	44.3	60	41.7	28	39.4
- Work Training	4	2.1	3	1.6	4	2.3	3	2.1	3	4.2

E. Employment Status at Follow-Through Contacts by Special Work Termination Status

Former trainees who completed Special Work training were consistently and significantly more likely to be employed at each and every follow-through contact than were former trainees who terminated training prior to completion. As indicated by TABLE 7, a minimum of 69% of all completers were employed at any of eight follow-through contacts of from one month to 30 months after completion of training. From a high of 82% of all completers employed at three months after Special Work training, there was a gradual decline in percentage of completers employed at each subsequent follow-through contact to a low of 69% at the 30 month contact.

Conversely, a maximum of 44% of terminators were employed at any of eight follow-through contacts of from one month to 30 months after termination of training. From a low of ten percent of all terminators employed at one month after Special Work training, there was an increase to 21% at six months with a further increase to a high of 44% at nine months before a gradual, but steady, decline to 36% at 30 months subsequent to termination from Special Work training.

Two additional situations with respect to completers versus terminators seem worthy of special comment. A sizable proportion of terminators at any follow-through contact were "Not In Labor Force" and thus unavailable for employment. This situation ranged from a high of 52% of all terminators being unavailable for employment at six months subsequent to termination from training to a low of 29% of all terminators who were unavailable for employment 12 months subsequent to training. The percentage of completers unavailable for employment was consistently and significantly lower at each follow-through contact than was the case for terminators. The second factor worthy of special comment is that the percentage of completers who were unemployed, yet available for employment, never exceeded 15% at any follow-through contact.

TABLE 7

Employment Status at Follow-Through Contacts, by Project Termination Status

ONE MONTH (Information available on 589 trainees.)

	Completers	Terminators
Employed	319 (81.2%)	20 (10.2%)
Unemployed	47 (12.0%)	76 (38.8%)
Not in Labor Force	27 (6.9%)	100 (51.0%)
TOTAL	393 (100.1%)	196 (100.0%)

THREE MONTHS (Information available on 564 trainees.)

	Completers	Terminators
Employed	313 (81.7%)	39 (21.5%)
Unemployed	50 (13.1%)	50 (27.6%)
Not in Labor Force	20 (5.2%)	92 (50.8%)
TOTAL	383 (100.0%)	181 (99.9%)

SIX MONTHS (Information available on 541 trainees.)

	Completers	Terminators
Employed	287 (77.4%)	36 (21.2%)
Unemployed	46 (12.4%)	46 (27.1%)
Not in Labor Force	38 (10.2%)	88 (51.8%)
TOTAL	371 (100.0%)	170 (100.1%)

NINE MONTHS (Information available on 486 trainees.)

	Completers	Terminators
Employed	243 (75.2%)	72 (44.2%)
Unemployed	45 (13.9%)	41 (25.1%)
Not in Labor Force	35 (10.8%)	50 (30.7%)
TOTAL	323 (99.9%)	163 (100.0%)

TABLE 7 (cont'd)

12 MONTHS (Information available on 486 trainees.)

	Completers	Terminators
Employed	237 (73.4%)	71 (43.6%)
Unemployed	47 (14.6%)	45 (27.6%)
Not in Labor Force	39 (12.1%)	47 (28.8%)
TOTAL	323 (100.1%)	163 (100.0%)

18 MONTHS (Information available on 407 trainees.)

	Completers	Terminators
Employed	183 (72.9%)	60 (38.5%)
Unemployed	36 (14.3%)	43 (27.6%)
Not in Labor Force	32 (12.7%)	53 (34.0%)
TOTAL	251 (99.9%)	156 (100.1%)

24 MONTHS (Information available on 312 trainees.)

	Completers	Terminators
Employed	126 (70.4%)	51 (38.3%)
Unemployed	25 (14.0%)	29 (21.8%)
Not in Labor Force	28 (15.6%)	53 (39.8%)
TOTAL	179 (100.0%)	133 (99.9%)

30 MONTHS (Information available on 140 trainees.)

	Completers	Terminators
Employed	43 (69.4%)	28 (35.9%)
Unemployed	9 (14.5%)	17 (21.8%)
Not in Labor Force	10 (16.1%)	33 (42.3%)
TOTAL	62 (100.0%)	78 (100.0%)

F. Employment as a Percentage of Those Available for Employment: Completers Versus Terminators

By disregarding persons who were "Not In Labor Force" and thus were unavailable for employment (See TABLE 8), it becomes apparent that at least 83% of all completers who were available for employment at any follow-through contact were, in fact, employed. Since terminators tended to be classified as "Not In Labor Force" in significantly greater percentages than completers, applying the strategy of disregarding all persons who were not available for employment significantly raises the percentage of terminators who were employed at each follow-through contact. It will be noted from TABLE 8 that from the nine month through the 30 month contact from 58% to 64% of all terminators who were available for employment were, in fact, employed.

TABLE 8

Employment as a Percentage of Those Available for Employment: Completers Versus Terminators*

ONE MONTH	COMPLETERS	TERMINATORS
Available	366=100.0%	96=100.0%
Employed	319= 87.2%	20= 20.8%
Unemployed	47= 12.8%	76= 79.2%
THREE MONTHS	**COMPLETERS**	**TERMINATORS**
Available	363=100.0%	89-100.0%
Employed	313= 86.2%	39= 43.8%
Unemployed	50= 13.8%	50= 56.2%
SIX MONTHS	**COMPLETERS**	**TERMINATORS**
Available	333=100.0%	82=100.0%
Employed	287= 86.2%	36= 43.9%
Unemployed	46= 13.8%	46= 56.1%
NINE MONTHS	**COMPLETERS**	**TERMINATORS**
Available	288=100.0%	113=100.0%
Employed	243= 84.4%	72= 63.7%
Unemployed	45= 15.6%	41= 36.3%
12 MONTHS	**COMPLETERS**	**TERMINATORS**
Available	284=100.0%	116=100.0%
Employed	237= 83.5%	71= 61.2%
Unemployed	47= 16.5%	45= 38.8%

TABLE 8 (cont'd)*

18 MONTHS	COMPLETERS	TERMINATORS
Available	219=100.0%	103=100.0%
Employed	183= 83.6%	60= 58.3%
Unemployed	36= 16.4%	43= 41.7%
24 MONTHS	**COMPLETERS**	**TERMINATORS**
Available	151=100.0%	80=100.0%
Employed	126= 83.4%	51= 63.8%
Unemployed	25= 16.6%	29= 36.3%
30 MONTHS	**COMPLETERS**	**TERMINATORS**
Available	52=100.0%	45=100.0%
Employed	43= 82.7%	28= 62.2%
Unemployed	9= 17.3%	17= 37.8%

*Persons designated as "Not In Labor Force" are not considered by this table.

G. Employment Status Over Time Compared to Client Characteristics at Time of Enrollment in Special Work Training

TABLE 9 depicts the employment status of former Special Work trainees at each of five time intervals subsequent to completion or termination of Special Work training based on various characteristics assessed at time of enrollment. The first characteristic is sex of participants. As was shown in TABLE 5 and TABLE 6, employment subsequent to training for both male and female participants dropped fairly evenly from 67% to 49% in the period from nine months to 30 months subsequent to training. The significant difference is noticeable in the category of "Unemployed, Not In Labor Force," where the percentage of male clients in this category went from seven percent at nine months to 18% at 30 months, while female clients experienced an increase of greater magnitude from 24% at nine months to 44% at 30 months. Female clients appear to have had a greater propensity to drop out of the labor force over the long run.

The second characteristic compared to employment status by TABLE 9 is that of being physically or mentally handicapped. At each time interval it can be seen that trainees without recognized handicaps showed a higher rate of being employed at all follow-through contacts except the 30 month contact than did handicapped participants. At the 30 month contact, 54% of handicapped participants were employed compared to 49% of those not handicapped. Additionally, 30 month data indicates that a greater

percentage of non-handicapped persons dropped out of the labor force at 30 months, 34% compared to 24% for the handicapped.

The next characteristic in TABLE 9 compares the employment status of disadvantaged[1] persons to that of non-disadvantaged persons at five time intervals subsequent to Special Work training. Persons who were not disadvantaged upon entry into Special Work training evidenced a relatively stable percentage of employment over time, going from 69% employed at nine months to 65% at 30 months, with slight variations in between. The disadvantaged group, on the other hand, evidenced a much lower percentage being employed at each follow-through contact, from 63% at nine months down steadily to 46% at 30 months. It can be noted, also, that disadvantaged persons displayed a more pronounced tendency to drop out of the labor force over time than did non-disadvantaged persons.

The next participant characteristic displayed by TABLE 9 is that of education. The average educational level for each employment status group is indicated for each time interval. Although there was no significant difference in educational attainment among various employment status groups at the nine month follow-through contact, those employed at later contacts did evidence slightly higher levels of educational attainment than did unemployed participants. There appears to be a more dramatic contrast at 30 months when those who were employed had an educational level of 11.2 years, while those who were unemployed, but looking for work, had attained an educational level of only 8.8 years, a difference of 2.4 years.

With regard to annual income prior to enrollment in Special Work training, both individual and family, TABLE 9 indicates the higher a participant's personal and family income in the 12 months immediately prior to Special Work enrollment the greater tendency such participant had to be employed at each time interval subsequent to completion or termination of Special Work training. This was true for each follow-through contact, except at 24 months when a group of participants with relatively high prior income moved into the status of "Unemployed, Looking For Work." Although the difference in prior income levels was not great, it appears that generally the higher the income prior to Special Work training the greater the potential to remain in the labor force and continue working.

The final characteristic considered by TABLE 9 is welfare (ANFC only) status prior to Special Work enrollment. The table

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[1]"Disadvantaged:" Disadvantaged persons are individuals who are poor, unemployed or underemployed, and have one or more of the following characteristics: a) school dropout, b) minority member, c) under 22 years of age, d) 45 years of age or older, e) handicapped.

TABLE 9

Former Trainee Employment Status at Various Long Term Follow-Through Contacts, by Client Characteristics at Time of Enrollment in Special Work Training

	CLIENT CHARACTERISTICS UPON ENTERING PROGRAM																			
	MALE		FEMALE		HANDI-CAPPED		NOT HANDI-CAPPED		DISAD-VANTAGED		NOT DISAD-VANTAGED		# YRS. OF EDUCATION (MEAN)	CLIENT 12 MO. INCOME (MEAN)	FAMILY 12 MO. INCOME (MEAN)	ANFC		NO ANFC		MOS. ON WELFARE (MEAN)**	AMT MTHL PAYMENT (MEAN)**
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%				NO.	%	NO.	%		
EMPLOYMENT STATUS AT 9 MONTHS																					
Employed*	129	66.8	186	63.5	82	61.7	233	66.0	206	62.8	109	69.0	10.9	$1,299	$2,025	177	62.8	138	67.6	16.7	$259
Unemployed, Not in Labor Force	14	7.3	71	24.2	26	19.5	59	16.7	58	17.8	27	17.1	10.9	$ 748	$2,078	49	17.4	36	17.6	22.4	$235
Unemployed, looking for work	50	25.9	36	12.3	25	18.8	61	17.3	64	19.5	22	13.9	10.3	$1,121	$1,598	56	19.9	30	14.7	17.8	$296
TOTAL	193	100.0	293	100.0	133	100.0	353	100.0	328	100.1	158	100.0	-	-	-	282	100.1	204	99.9	-	-
EMPLOYMENT STATUS AT 12 MONTHS																					
Employed*	124	64.2	184	62.8	77	57.9	231	65.4	193	58.8	115	72.8	11.1	$1,330	$2,092	169	59.9	139	68.1	16.7	$260
Unemployed, Not in Labor Force	16	8.3	70	23.9	25	18.8	61	17.3	62	18.9	24	15.2	10.6	$ 797	$1,843	56	19.9	30	14.7	22.8	$251
Unemployed, looking for work	53	27.5	39	13.3	31	23.3	61	17.3	73	22.3	19	12.0	10.1	$1,039	$1,600	57	20.2	35	17.2	17.2	$288
TOTAL	193	100.0	293	100.0	133	100.0	353	100.0	328	100.0	158	100.0	-	-	-	282	100.0	204	100.0	-	-
EMPLOYMENT STATUS AT 18 MONTHS																					
Employed*	110	63.2	133	57.1	64	53.3	179	62.4	158	55.4	85	69.7	10.9	$1,371	$2,031	128	55.9	115	64.6	16.1	$264
Unemployed, Not in Labor Force	18	10.3	67	28.8	27	22.5	58	20.2	64	22.5	21	17.2	10.4	$ 773	$1,720	50	21.8	35	19.7	19.7	$255
Unemployed, looking for work	46	26.4	33	14.2	29	24.2	50	17.4	63	22.1	16	13.1	9.8	$1,000	$1,492	51	22.3	28	15.7	19.0	$289
TOTAL	174	99.9	233	100.1	120	100.0	287	100.0	285	100.0	122	100.0	-	-	-	229	100.0	178	100.0	-	-
EMPLOYMENT STATUS AT 24 MONTHS																					
Employed*	83	57.6	94	56.0	44	47.8	133	60.5	118	53.6	59	64.1	10.9	$1,308	$1,989	87	52.4	90	61.6	16.0	$276
Unemployed, Not in Labor Force	21	14.6	60	35.7	26	28.3	55	25.0	64	29.1	17	18.5	10.4	$ 896	$1,662	44	26.5	37	25.3	21.2	$252
Unemployed, looking for work	40	27.8	14	8.3	22	23.9	32	14.5	38	17.3	16	17.4	10.3	$1,573	$1,972	35	21.1	19	13.0	17.2	$298
TOTAL	144	100.0	168	100.0	92	100.0	220	100.0	220	100.0	92	100.0	-	-	-	166	100.0	146	99.9	-	-
EMPLOYMENT STATUS AT 30 MONTHS																					
Employed*	37	52.1	34	49.3	25	54.3	46	48.9	47	45.6	24	64.9	11.2	$1,446	$2,024	28	40.6	43	60.6	13.3	$297
Unemployed, Not in Labor Force	13	18.3	30	43.5	11	23.9	32	34.0	34	33.0	9	24.3	10.4	$ 812	$1,619	24	34.8	19	26.8	19.3	$266
Unemployed, looking for work	21	29.6	5	7.2	10	21.7	16	17.0	22	21.4	4	10.8	8.8	$1,153	$1,399	17	24.6	9	12.7	21.6	$283
TOTAL	71	100.0	69	100.0	46	99.9	94	99.9	103	100.0	37	100.0	-	-	-	69	100.0	71	100.0	-	-

* Includes Clients in Work Training Program.

** Includes Only those clients receiving ANFC at time of Enrollment in Special Work Training.

shows that those who had been receiving ANFC prior to entry into training did not maintain employment over time to the degree evidenced by those who had not been receiving ANFC. The percentage employed at each time interval among those receiving ANFC prior to enrollment dropped consistently from 63% at nine months to 41% at the end of 30 months, while the percentage employed among those who had not been receiving ANFC at time of enrollment decreased by considerably less magnitude from 68% at nine months to 61% at 30 months. Review of the length of time that participants had received ANFC prior to entry into training, indicates that the greater the length of time on welfare prior to enrollment the greater was the tendency not to be employed at each follow-through contact. Also, at every follow-through contact except 30 months, those participants with the longest time on welfare had the greatest tendency to drop out of the labor force. Although the amounts received from ANFC did not vary to a great degree, TABLE 9 suggests that, except at the 30 month contact, those who received the highest amount of ANFC at the time of enrollment in Special Work training tended to be "Unemployed, Looking For Work," while those who had received the lowest level of ANFC benefit tended to drop out of the labor force more frequently.

H. Types of Jobs Secured Over Time

An attempt has been made with TABLE 10 to determine the types of jobs secured subsequent to training by all trainees, by females, and by males. TABLE 10 shows such distribution for various follow-through intervals by one-digit Dictionary of Occupational Titles. As indicated, Service accounted for 20% to 28% of all jobs held by all employed former trainees at each point in time. Three categories of jobs -- 1) Professional, Technical, and Managerial, 2) Clerical, and 3) Service -- accounted for 72% of all jobs held at nine months, 70% at 12 months, 65% at 18 months 62% at 24 months, and 56% at 30 months. The category of Professional, Technical, and Managerial included case aides, accounting for a good proportion of participants in that category, while Service included teacher aides and psychiatric aides.

An analysis of types of jobs held by female participants subsequent to training indicates the same three categories of jobs were predominantly held by females, with the percentage breakdown by time interval as follows: 89% at nine months, 88% at 12 months, 83% at 18 months, 84% at 24 months, and 74% at 30 months.

The percentage of males in these three categories of jobs (Professional, Technical, and Managerial, Clerical, and Service) was 48% at nine months, 44% at 12 months, 43% at 18 months, 37% at 24 months, and 38% at 30 months.

TABLE 10

Types of Jobs Secured Over Time

All Clients

Type of Job by DOT Classification	9 months (N=301)		12 months (N=298)		18 months (N=235)		24 months (N=173)		30 months (N=68)	
	No.	%	No.	%	No.	%	No.	%	No.	%
Prof, Tech, Mgrl	60	19.9	58	19.5	49	20.9	36	20.8	12	17.6
Clerical	74	24.6	68	22.8	51	21.7	37	21.4	10	14.7
Service	83	27.6	81	27.2	53	22.6	35	20.2	16	23.5
Farming, Frstry	5	1.7	7	2.3	5	2.1	4	2.3	1	1.5
Processing	4	1.3	3	1.0	3	1.3	3	1.7	4	5.9
Machine Trades	15	5.0	17	5.7	15	6.4	11	6.4	3	4.4
Bench Work	8	2.7	12	4.0	11	4.7	8	4.6	4	5.9
Structural	34	11.3	31	10.4	27	11.5	23	13.3	13	19.1
Misc.	18	6.0	21	7.0	21	8.9	16	9.2	5	7.4
Total	301	100.1	298	99.9	235	100.1	173	99.9	68	100.0

Females

	(N=177)		(N=176)		(N=130)		(N=94)		(N=34)	
Prof, Tech, Mgrl	38	21.5	40	22.7	31	23.8	24	25.5	8	23.5
Clerical	63	35.6	60	34.1	44	33.8	31	33.0	8	23.5
Service	57	32.2	54	30.7	33	25.4	24	25.5	9	26.5
Farming, Frstry	0	0	0	0	0	0	0	0	0	0
Processing	3	1.7	2	1.1	2	1.5	2	2.1	1	2.9
Machine Trades	7	4.0	8	4.5	4	3.1	1	1.1	1	2.9
Bench Work	7	4.0	9	5.1	9	6.9	7	7.4	4	11.8
Structural	1	.6	0	0	2	1.5	2	2.1	1	2.9
Misc.	1	.6	3	1.7	5	3.8	3	3.2	2	5.9
Total	177	100.2	176	99.9	130	99.8	94	99.9	34	99.9

Males

	(N=124)		(N=122)		(N=105)		(N=79)		(N=34)	
Prof, Tech, Mgrl	22	17.7	18	14.8	18	17.1	12	15.2	4	11.8
Clerical	11	8.8	8	6.6	7	6.7	6	7.6	2	5.9
Service	26	21.0	27	22.1	20	19.0	11	13.9	7	20.6
Farming, Frstry	5	4.0	7	5.7	5	4.8	4	5.1	1	2.9
Processing	1	.8	1	.8	1	1.0	1	1.3	3	8.8
Machine Trades	8	6.5	9	7.4	11	10.5	10	12.7	2	5.9
Bench Work	1	.8	3	2.5	2	1.9	1	1.3	0	0.0
Structural	33	26.6	31	25.4	25	23.8	21	26.6	12	35.3
Misc.	17	13.7	18	14.8	16	15.2	13	16.5	3	8.8
Total	124	100.0	122	100.1	105	100.0	79	100.2	34	100.0

TABLE 11 provides a breakout of data portrayed by TABLE 10 and depicts the concentration of females in these three categories of jobs at each of five time intervals. In percentage terms, females were roughly twice as likely as males to find jobs subsequent to training which cluster in three categories: Professional, Technical, and Managerial, Clerical, and Service.

Returning to TABLE 10, it can be noted that females were far more likely to find work in clerical occupations than were males, while males were far more likely to find work in the categories of Structural work (carpenters, electricians, plumbers, masons, etc.) and Miscellaneous (truck drivers, bus drivers, cab drivers, etc.) than were females.

TABLE 11

Concentration of Females in Three Categories of Jobs: Professional, Technical and Managerial, Clerical and Service

Time Interval	Percentage of Each Group in These Three Categories of Jobs		
	All Trainees	Females	Males
9 months	72.1%	89.3%	47.6%
12 months	69.5%	87.5%	43.5%
18 months	65.2%	83.0%	42.8%
24 months	62.4%	84.0%	36.7%
30 months	55.9%	73.5%	38.3%

I. Continuity of Employment Over Time: Completers Versus Terminators

TABLE 12 depicts continuity of employment subsequent to Special Work training for completers and for terminators. TABLE 12 was compiled in the following manner: Completers and terminators were separated by the number of follow-through contacts they had completed. Persons counted in the "12 months" column had completed two such contacts, the nine month and the 12 month. Persons counted in the "18 months" column had completed three follow-through contacts, the nine month, 12 month and 18 month. In like manner, persons counted in the "24 months" column had completed four follow-through contacts, while persons counted in the "30 months" column had completed five contacts. Individual trainees are represented in only one such column, plus the "total" column. A trainee's status for a specific time period was judged by his status on the actual day of his follow-through contact.

"Continuous employment" means the same job as that held at the nine month contact, although not necessarily a trainee's initial job subsequent to training; that is, a trainee may have had a previous job between leaving the project and the nine month contact, but the job he held at nine months is the first job considered by this table.

It will be noted from TABLE 12 that completers, in percentage terms, were far more likely to retain one continuous job from the nine month contact through subsequent contacts than were terminators. A total of 160 completers (50% of all completers) held one continuous job through various contacts. Forty-five completers with whom there were nine and 12 month contacts (63% of all completers with two contacts) held the same job at time of both contacts. Thirty-four completers with whom there were nine, 12, and 18 month contacts (47% of all completers with these three contacts) held the same job at each of these contacts. Fifty-nine completers with whom there were four contacts (50% of all completers with four contacts) held the same job at the nine, 12, 18, and 24 month contact. Twenty-two completers with whom there were five contacts (36% of all completers having five contacts) held one continuous job at the nine, 12, 18, 24, and 30 month contacts. A total of 160 completers, or 50% of all completers, held one continuous job from the nine month contact through from one to four additional contacts, depending upon the time period specific trainees had been out of training. In contrast, 21 terminators, or 13% of all terminators, held one continuous job from the nine month contact through from one to four additional contacts.

While completers were much more likely than terminators to retain one continuous job over time, terminators were more likely to be continuously unemployed over time. Thirty-six percent of all terminators were continuously unemployed from the nine month follow-through contact through from one to four additional contacts, while 14% of completers were in a similar situation. In addition, 190 completers (59%) never reported a period of unemployment, whereas only 23 terminators (23%) never reported unemployment.

TABLE 12

Continuity of Employment Over Time:
Completers Compared to Terminators

Completers

EMPLOYMENT HISTORY	12 Months		18 Months		24 Months		30 Months		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
1 Continuous Job	45	63.4	34	46.6	59	50.4	22	35.5	160	49.5
1 Job, Plus Unemployment	9	12.7	17	23.3	27	23.1	13	21.0	66	20.4
2 Jobs	4	5.6	7	9.6	10	8.5	4	6.5	25	7.7
2 Jobs, Plus Unemployment			2	2.7	9	7.7	5	8.1	16	5.0
3 Jobs			0	0.0	1	.9	4	6.5	5	1.5
3 Jobs Plus Unemployment					1	.9	5	8.1	6	1.9
4 Jobs					0	0.0	0	0.0	0	0.0
4 Jobs, Plus Unemployment							0	0.0	0	0.0
Continuous Unemployment	13	18.3	13	17.8	10	8.5	9	14.5	45	13.9
Total	71	100.0	73	100.0	117	100.0	62	100.2	323	99.9

Terminators

	12 Months		18 Months		24 Months		30 Months		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
1 Continuous Job	3	37.5	4	18.2	8	14.5	6	7.7	21	12.9
1 Job, Plus Unemployment	1	12.5	5	22.7	15	27.3	23	29.5	44	27.0
2 Jobs	0	0.0	1	4.5	8	14.5	2	2.6	11	6.7
2 Jobs, Plus Unemployment			0	0.0	2	3.6	16	20.5	18	11.0
3 Jobs			0	0.0	2	3.6	0	0.0	2	1.2
3 Jobs, Plus Unemployment					0	0.0	4	5.1	4	2.5
4 Jobs					2	3.6	1	1.3	3	1.8
4 Jobs, Plus Unemployment							1	1.3	1	0.6
Continuous Unemployment	4	50.0	12	54.6	18	32.7	25	32.1	59	36.2
Total	8	100.0	22	100.0	55	99.8	78	100.1	163	99.9

J. Hourly Wage Experience Over Time

With respect to the level of average hourly wages earned by former Special Work trainees who were employed at various post-training follow-through contacts, TABLE 13 indicates an average hourly wage for all employed trainees of $2.47 per hour nine months after completion or termination of Special Work training. Former trainees employed 12 months subsequent to training were receiving an average hourly wage of $2.51 per hour. The average hourly wage 18 months subsequent to training was $2.66 per hour, while the average hourly wage at both the 24 month and the 30 month follow-through contacts was $2.76 per hour.

The average hourly wage rates received by former Special Work trainees employed in nonsubsidized jobs at nine, 12, 18, 24, and 30 months after completion or termination of Special Work training may be placed in perspective by referring to the level of wages for which trainees had customarily been employed in the past. Provided below is a very brief indication of 1) hourly wage received on last job prior to entry into Special Work training, 2) highest hourly wage ever earned prior to training, 3) average hourly wage received while in Special Work training, and 4) average hourly wage on initial placement subsequent to Special Work training. The reader should be aware that the following discussion provides merely an indication of trainees' earning experience in the past. Only limited parallels can be drawn between data in TABLE 13, which deals with those trainees from among a sample of 486 persons who were employed at from nine to 30 months subsequent to training and the previous earning experience of all 652 persons enrolled in Special Work training or subgroups thereof.

With regard to hourly wages received by trainees on the last job they held prior to entry into Special Work training, 46% of the first 500 clients enrolled in Special Work training had received less than $2.00 per hour, while 72% had received less than $2.50 per hour.

With respect to the highest hourly wage ever earned by all 652 trainees prior to their enrollment in Special Work training, 66% had never earned $2.50 per hour in their entire working careers, while 79% had never earned as high as $3.00 per hour.

As another study has previously noted regarding the first 500 persons enrolled in Special Work training, "The median wage for all clients on their last job was $2.00 per hour. In addition, we note that the median for the highest wage ever earned was also $2.00. In fact, the wage on their last job and their highest wage are very closely related ($r = .80$; $p < .001$). These findings suggest the following things: First, many of the clients worked for relatively low wages since an hourly wage of approximately $2.00 is necessary for a $4,000 gross annual income. Second, since the clients, in their last job prior to entering PSE, were

working at or near their all-time high hourly rate, this could indicate that they were involved in low level secondary markets with little chance of going beyond the wage ceiling in a particular market."[1]

The average wage for all Special Work trainees while employed in subsidized training jobs was $2.19 per hour, or an annualized average rate per trainee of $4,555.

TABLE 13

Hourly Wage Experience Over Time

	9 Mos.	12 Mos.	18 Mos.	24 Mos.	30 Mos.
Number of Former Trainees Employed	315	308	243	177	71
Percentage of Former Trainees Employed	64.8	63.4	59.7	56.7	50.7
Average Hourly Wage	$2.47	$2.51	$2.66	$2.76	$2.76
Average Hours Worked Per Week	38.6	39.3	39.1	39.3	38.5
Average Weekly Wage	$95.34	$98.64	$104.01	$108.47	$106.26
Average Annual Income	$4958	$5129	$5409	$5640	$5526

TABLE 14 depicts the wage levels of initial nonsubsidized jobs obtained by the first 266 Special Work trainees who completed Special Work training and obtained employment within 14 days.

From TABLE 14 it can be noted that the most frequent hourly wage rate of initial jobs secured by Special Work completers was in range of $1.76 to $2.00 per hour. Fully 81% of the first 266 employed completers earned less than $2.51 per hour on their first nonsubsidized job subsequent to training.

[1]Craft, James A. Public Service Jobs and Transitional Employment: An Analysis of the Vermont Experimental and Demonstration Project. DLMA 92-42-72-29. February 1974, page 43.

TABLE 14

Wage Levels of Initial Permanent Jobs

Hourly Wage Rate	Number of Initial Permanent Jobs	Percent of Initial Permanent Jobs
<$1.76	14	5.3%
$1.76-2.00	96	36.1%
$2.01-2.25	61	22.9%
$2.26-2.50	44	16.5%
$2.51-2.75	17	6.4%
$2.76-3.00	15	5.6%
>$3.00	19	7.1%
TOTAL	266	99.9%

Reference to TABLE 13 indicates that the 308 former trainees employed 12 months subsequent to training earned an average hourly wage of $2.51 per hour. This average hourly wage was a higher wage per hour than 72% of the first 500 persons enrolled in Special Work training had received on the last job they held prior to entry into training. It was also higher than 66% of all 652 Special Work enrollees had ever earned in their entire working careers prior to Special Work. It should also be noted from TABLE 13 that the average hourly wages earned by all employed former trainees at nine months ($2.47), 12 months ($2.51), 18 months ($2.66), and 24 and 30 months ($2.76) were all considerably higher than the average wage of $2.19 per hour received by all 652 trainees while in subsidized Special Work training jobs. In addition, the $2.51 an hour average pay received by all employed persons 12 months subsequent to training was a higher figure than the wage paid by 81% of all jobs secured immediately subsequent to training by the first 266 trainees who completed Special Work training and found nonsubsidized employment within 14 days.

K. Welfare Benefit Experience Over Time

TABLE 15 deals with welfare (ANFC only) benefit experience over time for all 486 former Special Work trainees who comprise the sample for the long term follow-through study. At time of enrollment in Special Work training, 282 persons (58%) were receiving ANFC benefits, while 204 persons (42%) were not. There was a significant decrease to 37% in the percentage of persons receiving ANFC benefits nine months subsequent to completion or termination of Special Work training. This percentage decreased only slightly thereafter at 12, 18, and 24 months subsequent to training and increased slightly to 35% at 30 months subsequent to training.

TABLE 15

Welfare Benefit Experience Over Time: All Clients

Periods of Study	Number of Clients in Study	Number of Persons Receiving ANFC Benefits	Percentage of Persons Receiving ANFC Benefits	Average Monthly Benefit Amount Per Recipient
Entry into SWP	486	282	58.0%	$264
9 months	486	181	37.2%	$231
12 months	486	170	35.0%	$242
18 months	407	142	34.9%	$259
24 months	312	104	33.3%	$264
30 months	140	49	35.0%	$311

TABLE 16 deals with welfare (ANFC only) benefit experience over time for female trainees in the long term follow-through sample of 486 persons. At time of enrollment in Special Work training, 191 females (65% of females in the sample) were receiving ANFC benefits, while 102 females (35% of females in the sample) were not. There was a significant decrease to 44% in the percentage of females receiving ANFC benefits nine months subsequent to completion or termination of Special Work training. This percentage continued to decrease at each follow-through contact thereafter, reaching a low of 30% at the 30 month follow-through contact.

TABLE 17 deals with welfare (ANFC only) benefit experience over time for male trainees in the long term follow-through sample of 486 persons. At time of enrollment in Special Work training, 91 males (47% of males in the sample) were receiving ANFC benefits, while 102 males (53% of males in the sample) were not. There was a significant decrease to 27% in the percentage of males receiving ANFC benefits nine months subsequent to completion or termination of Special Work training. This percentage remained rather static at 12, 18, and 24 month contacts, but increased sharply to 39% at the 30 month follow-through contact.

It should be noted from a comparison of male and female trainee experience that males experienced a greater percentage decrease in total numbers of recipients than did females between the time of enrollment and the follow-through contact nine months after training completion or termination. Between enrollment and the follow-through contact at nine months subsequent to training, females receiving ANFC decreased from 191 to 129, a decrease of 33% (191-129 = 62; 62 = 33% of 191), while males receiving ANFC decreased from 91 to 52, a decrease of 43% (91-52 = 39; 39 = 43% of 91).

TABLE 16

Welfare Benefit Experience Over Time: Female Clients

Periods of Study	Number of Clients in Study	Number of Persons Receiving ANFC Benefits	Percentage of Persons Receiving ANFC Benefits	Average Monthly Benefit Amount Per Recipient
Entry into SWP	293	191	65.2%	$241
9 months	293	129	44.0%	$209
12 months	293	120	41.0%	$211
18 months	233	92	39.5%	$222
24 months	168	66	39.3%	$228
30 months	69	21	30.4%	$278

TABLE 17

Welfare Benefit Experience Over Time: Male Clients

Periods of Study	Number of Clients in Study	Number of Persons Receiving ANFC Benefits	Percentage of Persons Receiving ANFC Benefits	Average Monthly Benefit Amount Per Recipient
Entry into SWP	193	91	47.2%	$314
9 months	193	52	26.9%	$289
12 months	193	50	25.9%	$317
18 months	174	50	28.7%	$328
24 months	144	38	26.4%	$328
30 months	71	28	39.4%	$336

L. ANFC Recipient Status at Time of Special Work Training Enrollment Compared to ANFC Recipient Status 12 Months Subsequent to Completion or Termination of Special Work Training

TABLE 18 is a matrix which relates the amounts of welfare (ANFC only) received by the 486 persons in the long term follow-through study sample at the time they were enrolled in Special Work training with the amounts of welfare (ANFC only) received by the same 486 persons 12 months subsequent to completion or termination of Special Work training. Of the 486 persons in the sample, 204 persons (42%) were not receiving ANFC at time of enrollment, while 282 persons (58%) were receiving some amount of ANFC at time of enrollment. Only 170 persons (35%) were receiving ANFC 12 months after training completion or termination. The matrix can be understood by noting that 24 clients received between $100 and $199 ANFC a month at the time of Special Work enrollment and received no ANFC 12 months after Special Work completion or termination, while 65 clients received between $200 and $299 ANFC a month at the time of enrollment and received no ANFC 12 months after training completion or termination. In like manner, six clients were receiving no ANFC at time of enrollment yet were receiving from $200 to $299 ANFC a month at 12 months subsequent to enrollment.

The diagonal row of boxes from the "No ANFC/No ANFC" box to the "More than $600/More than $600" box represents clients who received approximately the same amount of ANFC (including 0) before training as one year subsequent to training. Those clients represented below the diagonal (figures in brackets) received lower ANFC payments (including 0) 12 months after completion or termination of Special Work training than they did at time of enrollment in Special Work training. Clients represented above the diagonal were receiving higher ANFC payments 12 months subsequent to Special Work training completion or termination than they had been receiving at time of enrollment in Special Work training.

Of the 282 persons receiving some amount of ANFC at time of enrollment in Special Work training, 193 (68%) were receiving less, 56 (20%) were receiving the same, and 33 (12%) were receiving more ANFC 12 months subsequent to Special Work training completion or termination. Of the 282 persons receiving some amount of ANFC at time of enrollment, 135 (48%) were not receiving any ANFC 12 months subsequent to training. However, 23 persons who were not receiving ANFC at time of enrollment in Special Work training were receiving ANFC 12 months subsequent to Special Work training completion or termination. Therefore, the total decline in numbers of persons receiving ANFC benefits between time of enrollment and 12 months subsequent to training amounted to 112 persons, or a reduction in total numbers receiving ANFC benefits of 40% (282 - 170 = 112; 112 is 40% of 282).

Of 215 clients who received $200 or more per month in ANFC benefits at time of enrollment in Special Work training, 153 (71%) were receiving less ANFC one year after training, 42 (20%) were receiving approximately the same, and 20 (nine percent) were receiving more.

TABLE 18

ANFC Recipient Status at Time of Special Work Training Enrollment Compared to ANFC Recipient Status 12 Months Subsequent to Completion or Termination of Special Work Training

Am't ANFC Before SWP	Amount ANFC 12 Months After SWP											
	No ANFC	$1-99	$100-199	$200-299	$300-399	$400-499	$500-599	More than $600	Total	Less	Same	More
No ANFC	181	1	5	6	6	2	3	0	204	--	89%	11%
$1-99	(8)	2	1	0	1	0	0	0	12	67%	17%	17%
$100-199	(24)	(8)	12	10	1	0	0	0	55	58%	22%	20%
$200-299	(65)	(8)	(13)	20	12	1	0	0	119	72%	17%	11%
$300-399	(28)	(4)	(7)	(9)	15	6	0	0	69	70%	22%	9%
$400-499	(8)	(0)	(3)	(2)	(2)	5	1	0	21	71%	24%	5%
$500-599	(1)	(0)	(0)	(1)	(0)	(0)	2	0	4	50%	50%	--
More than $600	(1)	(0)	(0)	(0)	(0)	(0)	(1)	0	2	100%	--	--
TOTAL	316	23	41	48	37	14	7	0	486			

M. Former Trainee Welfare Benefit Recipient Status at Various Long Term Follow-Through Contacts by Client Characteristics at Time of Enrollment in Special Work Training

TABLE 19 depicts the welfare benefit (ANFC only) recipient status of participants at each time interval after completion or termination of Special Work training in relation to client characteristics at time of enrollment in training. As can be seen from TABLE 19, males were somewhat less likely than females to be receiving ANFC benefits at various long term follow-through contacts, except at 30 months when a significant increase can be noted among the percentage of males receiving ANFC. (Although not discernable from TABLE 19, it should be remembered from TABLE 17 that 47% of all male participants were receiving ANFC at time of enrollment in Special Work training.) The percentage of males receiving ANFC remained relatively constant from nine months through 24 months before experiencing a significant increase at 30 months, while the percentage of females receiving ANFC decreased steadily from the nine month contact through the 30 month contact. (It should be remembered from TABLE 16 that 65% of female participants were receiving ANFC at time of enrollment in training.)

Handicapped status does not appear to have had a significant bearing on the ANFC recipient status of participants subsequent to training. Although those with a handicap had a slightly higher tendency to receive ANFC benefits subsequent to training, the difference was not marked, nor did the percentages change significantly at various time periods.

Participants who were not disadvantaged at time of enrollment in Special Work training tended to maintain relatively the same ratio between those receiving ANFC and those not receiving ANFC through each long term follow-through period. Participants who were not disadvantaged at time of enrollment in Special Work training were somewhat less likely to be receiving ANFC at various follow-through contacts than were persons who were disadvantaged at time of entry and the magnitude of this difference increased slightly over time.

The level of educational attainment of participants upon entering Special Work training shows little difference for those who later received ANFC or those who did not. The mean years of education varied only slightly for each time period surveyed, except at the 30 month contact when participants receiving ANFC evidenced approximately one year less education than those not receiving ANFC.

With respect to income earned in the 12 months immediately prior to enrollment in Special Work training, both individual and family, TABLE 19 indicates that participants with higher incomes, either individual or family, in the 12 months prior to enrollment were less likely to be receiving ANFC benefits at any of five long term follow-through contacts of from nine to 30 months, although

the difference was less pronounced at the 30 month contact than it was at earlier contacts.

Participants who were receiving ANFC at time of enrollment in Special Work training were significantly more likely to be receiving ANFC at each long term follow-through contact subsequent to training than were participants who were not receiving ANFC at time of enrollment. Fifty-five percent of persons who were receiving ANFC at time of enrollment were receiving ANFC nine months subsequent to training, while 12% of persons not receiving ANFC at time of enrollment were receiving ANFC at the nine month follow-through contact. The magnitude of this difference decreased slightly at later follow-through contacts.

TABLE 19 also indicates that the longer time participants were receiving ANFC prior to Special Work enrollment the greater likelihood they had to be receiving ANFC at each time period following training. For example, among persons receiving ANFC at time of enrollment in training, those who were receiving ANFC nine months subsequent to training had been receiving ANFC for an average of 23 months prior to enrollment, while those not receiving ANFC at nine months subsequent to training had received ANFC for an average of 12 months prior to training enrollment.

TABLE 19

Former Trainee Welfare Benefit (ANFC Only) Recipient Status at Various Long Term Follow-Through Contacts, by Client Characteristics at Time of Enrollment in Special Work Training

CLIENT CHARACTERISTICS UPON ENTERING PROGRAM

	MALE		FEMALE		HAND-CAPPED		NOT HANDI-CAPPED		DISAD-VANTAGED		NOT DISAD-VANTAGED		# YRS. OF EDUCATION (MEAN)	CLIENT 12 MO. INCOME (MEAN)	FAMILY 12 MO. INCOME (MEAN)	ANFC		NO ANFC		MOS. ON WELFARE (MEAN)*	AMT MTHLY PAYMENT (MEAN)*
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%				NO.	%	NO.	%		
WELFARE STATUS AT 9 MONTHS																					
ANFC	52	26.9	129	44.0	51	38.3	130	36.8	126	38.4	55	34.8	10.6	$ 810	$1,131	156	55.3	25	12.3	22.6	$268
NO ANFC	141	73.1	164	56.0	82	61.7	223	63.2	202	61.6	103	65.2	10.8	$1,397	$2,459	126	44.7	179	87.7	12.0	$257
TOTAL	193	100.0	293	100.0	133	100.0	353	100.0	328	100.0	158	100.0	-	-	-	282	100.0	204	100.0	-	-
WELFARE STATUS AT 12 MONTHS																					
ANFC	50	25.9	120	41.0	49	36.8	121	34.3	124	37.8	46	29.1	10.6	$ 793	$1,192	147	52.1	23	11.3	23.0	$272
NO ANFC	143	74.1	173	59.0	84	63.2	232	65.7	204	62.2	112	70.9	10.9	$1,395	$2,353	135	47.9	181	88.7	12.5	$256
TOTAL	193	100.0	293	100.0	133	100.0	353	100.0	328	100.0	158	100.0	-	-	-	282	100.0	204	100.0	-	-
WELFARE STATUS AT 18 MONTHS																					
ANFC	50	28.7	92	39.5	45	37.5	97	33.8	108	37.9	34	27.9	10.5	$ 844	$1,140	114	49.8	28	15.7	21.3	$269
NO ANFC	124	71.3	141	60.5	75	62.5	190	66.2	177	62.1	88	72.1	10.9	$1,363	$2,248	115	50.2	150	84.3	13.0	$268
TOTAL	174	100.0	233	100.0	120	100.0	287	100.0	285	100.0	122	100.0	-	-	-	229	100.0	178	100.0	-	-
WELFARE STATUS AT 24 MONTHS																					
ANFC	38	26.4	66	39.3	35	38.0	69	31.4	79	35.9	25	27.2	10.6	$ 969	$1,348	82	49.4	22	15.1	20.6	$283
NO ANFC	106	73.6	102	60.7	57	62.0	151	68.6	141	64.1	67	72.8	10.7	$1,387	$2,207	84	50.6	124	84.9	14.8	$269
TOTAL	144	100.0	168	100.0	92	100.0	220	100.0	220	100.0	92	100.0	-	-	-	166	100.0	146	100.0	-	-
WELFARE STATUS AT 30 MONTHS																					
ANFC	28	39.4	21	30.4	18	39.1	31	33.0	46	38.8	9	24.3	9.8	$1,153	$1,521	36	52.2	13	18.3	19.7	$289
NO ANFC	43	60.6	48	69.6	28	60.9	63	67.0	63	61.2	28	75.7	10.9	$1,221	$1,924	33	47.8	58	81.7	14.7	$275
TOTAL	71	100.0	69	100.0	46	100.0	94	100.0	103	100.0	37	100.0	-	-	-	69	100.0	71	100.0	-	-

* Includes Only Those Clients Receiving ANFC At Time of Enrollment in Special Work Training.

N. Client Perception of Program Benefit

TABLE 20 portrays client perceptions of the personal benefit they received from participation in the Special Work training project. Completers are differentiated from terminators. All 486 former Special Work trainees who constitute the sample for this long term follow-through study were asked at their nine month follow-through contact, "Was participation in Special Work training of benefit to you?" and were then asked to "Explain in Detail." Responses were first classified as either "Yes" or "No" or "No Response." "Yes" responses were further separated by subcategories that most closely represented the trainee's explanation of why the project was of benefit to him. The client's perception was the deciding factor in assigning a positive response to a particular subcategory; that is, a client may have obtained a permanent job as a result of training, but if he stated the project was of benefit to him because he "learned new skills" than his response was entered in the "Yes, learned new skills ..." box rather than in the "Yes, assisted in obtaining permanent job" box. No attempt was made to subcategorize the 78 "No" (negative) responses.

It should be noted from TABLE 20 that 392 participants, or 81% of all participants constituting the 486 person long term follow-through sample, felt participation in Special Work training was of personal benefit to them, while 78 participants (16% of all participants in the sample) felt participation in Special Work training was of no personal benefit, and 16 persons (three percent) failed to respond.

Completers were noticeably more likely to feel Special Work training was of benefit to them than were terminators. Eighty-seven percent of all completers felt the program was beneficial to them, while 68% of terminators perceived the program as beneficial. Twenty-nine percent of terminators perceived no personal benefit to the program compared to ten percent of completers who perceived no personal benefit to the program. Nonresponse from completers was nearly identical to nonresponse from terminators. To recapitulate, four out of five of all trainees felt Special Work training was personally beneficial to them.

TABLE 20

Client Perception of Program Benefit: All Clients

Client Response to Question: Do you feel as if your participation in SWP was beneficial to you?	All Clients (486)					
	Completers		Terminators		Total	
	No.	%	No.	%	No.	%
Yes, learned new skills and work experience, financial gain and higher standard of living	132	40.9	78	47.9	210	43.2
Yes, assisted in obtaining permanent job	110	34.1	0		110	22.6
Yes, provided employment temporarily	28	8.7	24	14.7	52	10.7
Yes, earned high school diploma or college credit	11	3.4	9	5.5	20	4.1
No help	31	9.6	47	28.8	78	16.0
No response	11	3.4	5	3.1	16	3.3
Total	323	100.1	163	100.0	486	99.9

TABLE 21 portrays female client perceptions of the personal benefit they received from participation in the Special Work training project. Female completers are differentiated from female terminators. Eighty-seven percent of all female clients perceived Special Work training as being personally beneficial to them, while nine percent did not perceive such training as being personally beneficial to them, and four percent failed to respond.

Female completers were somewhat more likely to view the program as personally beneficial than were female terminators. Ninety percent of all female completers perceived Special Work training as personally beneficial, while 81% of female terminators viewed such training as personally beneficial. In like manner, 14% of female terminators perceived no personal benefit from Special Work training compared to seven percent of female completers who perceived no personal benefit from training.

TABLE 21

Client Perception of Program Benefit: Female Clients

Client Response to Question: Do you feel as if your participation in SWP was beneficial to you?	Female Clients (293)					
	Completers		Terminators		Total	
	No.	%	No.	%	No.	%
Yes, learned new skills and work experience, financial gain and higher standard of living	91	43.5	47	56.0	138	47.1
Yes, assisted in obtaining permanent job	70	33.5	0		70	23.9
Yes, provided employment temporarily	18	8.6	14	16.7	32	10.9
Yes, earned high school diploma or college credit	9	4.3	7	8.3	16	5.5
No help	14	6.7	12	14.3	26	8.9
No response	7	3.3	4	4.8	11	3.8
Total	209	99.9	84	100.1	293	100.1

TABLE 22 portrays male client perceptions of the personal benefit they received from Special Work training. Male completers are differentiated from male terminators. Seventy-one percent of all male participants perceived Special Work training as being personally beneficial to them (compared to 87% of all female participants) while 27% did not perceive such training as being personally beneficial to them (compared to nine percent of female participants), and three percent of male participants failed to respond.

Male completers were decidely more likely to view the program as personally beneficial than were male terminators. Eighty-two percent of male completers perceived Special Work training as personally beneficial (compared to 90% of female completers), while 44% of male terminators did not perceive such

training as being personally beneficial (compared to 14% of female terminators).

To recapitulate, female completers were most likely to perceive Special Work training as personally beneficial (90% had such a perception) while male terminators were least likely to perceive Special Work training as personally beneficial (54% had such a perception).

TABLE 22

Client Perception of Program Benefit: Male Clients

Client Response to Question: Do you feel as if your participation in SWP was beneficial to you?	Male Clients (193)					
	Completers		Terminators		Total	
	No.	%	No.	%	No.	%
Yes, learned new skills, and work experience, financial gain and higher standard of living	41	36.0	31	39.2	72	37.3
Yes, assisted in obtaining permanent job	40	35.1	0		40	20.7
Yes, provided employment temporarily	10	8.8	10	12.7	20	10.4
Yes, earned high school diploma or college credit	2	1.8	2	2.5	4	2.1
No help	17	14.9	35	44.3	52	26.9
No response	4	3.5	1	1.3	5	2.6
Total	114	100.1	79	100.0	193	100.0

APPENDIXES

APPENDIX A

LISTING OF MONOGRAPHS AND SPECIAL STUDIES

The following series of monographs and reports have been prepared for the Department of Labor - Manpower Administration by the Vermont Experimental and Demonstration Manpower Pilot Project. Individual titles may be ordered by Report Number from:

National Technical Information Service
Springfield, Va. 22151

There is a charge of $3.00 per copy except DLMA 82-48-70-30-2 which is $6.00.

DLMA 82-48-70-30-1
E.F. Shelley and Co., Inc. "Vermont Upgrading Research Project: Vermont Economic and Social Characteristics and Their Implications for Upgrading the Working Poor."

DLMA 82-48-70-30-2
Booz-Allen & Hamilton. "Study of the Vermont Manpower Experimental and Demonstration Program." (An analysis of project impact on client attitudes, employability, and project outcomes.)

DLMA 82-48-70-30-3
Robert E. Mattson and Joseph A. Rution. "Considerations in the Selection of Public Service Employers: The Vermont Experience."

DLMA 82-48-70-30-4
Robert E. Stanfield. "The Uses of Paraprofessionals in the Delivery of Manpower and Social Services Through Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-5
Richard Burleson. "SWP Versus PEP: A Comparison of the Vermont E&D Special Work Project with the Public Employment Program in Vermont."

DLMA 82-48-70-30-6
Erica Burleson. "The Role of the Coach in Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-7
Milton J. Nadworny. "Financial Disincentives for Welfare Clients to Enter Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-8
Christina Gibbons. "The Role of the Counselor in Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-9
Vermont Department of Employment Security. "Procedural Guides for Administrators of Public Service Employment Projects."

APPENDIX A (cont'd)

DLMA 82-48-70-30-10
Robert E. Mattson. "Final Upgrading Report: The Vermont Experience."

DLMA 82-48-70-30-11
Abbas Alnasrawi, John H. Mabry, and Milton J. Nadworny. "Employability Barriers of the Welfare/Manpower Client Group and the Absorptive Capacity of the Private and Public Sectors: The Vermont Experience."

DLMA 82-48-70-30-12
Frederick T. Lawrence. "Transportation as a Factor in the Delivery of Rural Manpower Services in Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-13
Nancy Cargill Vachon. "The Transition from Subsidized to Non-subsidized Employment: The Vermont Experience."

DLMA 82-48-70-30-14
Gordon Gayer, Robert W. Herdman, Renate Hoinkes, and Frederick T. Lawrence. "The Use of Training Related Expense and Enrichment Monies in Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-15
Robert E. Mattson. "An Evaluation of Individualized and Pool Slot Development for Public Service Employment: The Vermont Experience."

DLMA 82-48-70-30-16
Vermont Department of Employment Security. "Final Report of the Vermont E&D Project."

DLMA 82-48-70-30-17
Peter E. Battelle. "The Development of a System for Financial Management of Public Service Employment Subcontracts: The Vermont Experience."

DLMA 82-48-70-30-18
John R. Cashman, Robert E. Mattson. "Long Term Follow-Through of Participants in the Vermont Experimental and Demonstration Project."

DLMA 92-42-72-29
James A. Craft. "Public Service Jobs and Transitional Employment: An Analysis of the Vermont Experimental and Demonstration Project."

APPENDIX B

POST-TRAINING FOLLOW-THROUGH FOR SWP CLIENTS FORM

POST-TRAINING FOLLOW-THROUGH FOR SWP CLIENTS

FOLLOW-THROUGH

Check Box: ☐ ☐ ☐ ☐ ☐

Months: 9 12 18 24 30

DATE OF CONTACT: .....

NAME OF STAFF INTERVIEWER: .....

NAME OF CLIENT: .....

ADDRESS: .....

.....

TELEPHONE NO.: .....

DATE TERMINATED FROM SWP: .....

CLIENT ACTIVITY AT THIS TIME:

☐ – unemployed, not in labor force

☐ – unemployed, looking for work

☐ – employed with SWP employer

☐ – employed with other employer

☐ – in other training

– name of training program .....

– type of job for which training is being given .....

.....

CLIENT INFORMATION

A. Amount and type of welfare client is presently receiving: .....

B. Support services client is presently receiving: .....

.....

C. If client is presently unemployed, what are reasons: .....

.....

D. If client is presently employed:

Name of employer: .....

Client's job title: .....

Hourly wage rate: .....

Hours worked per week: .....

Date client began job: .....

Employer SIC: .....

Client's DOT: .....

E. Does client have any job related problems or employment problems? .....

.....

.....

.....

F. Was participation in SWP of benefit to client? .....

Explain in detail: .....

.....

.....

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APPENDIX C

DETAILED BREAKOUT OF LABOR FORCE STATUS OF THE 486 PERSONS IN THE LONG TERM FOLLOW-THROUGH SAMPLE: NINE, 12, 18, 24, AND 30 MONTHS SUBSEQUENT TO TRAINING COMPLETION OR TERMINATION

Trainee Status at Time of Leaving Project	Labor Force Status*						
9 Months	I	II	III	IV	V	VI	TOTAL
Completed, Placed	32	113	73	2	21	0	241
Additional Training	2	4	6	4	4	0	20
Awaiting Placement	11	8	31	2	10	0	62
Terminated, Good Cause	13	3	18	3	26	0	63
Terminated, w/o Good Cause	28	3	42	3	24	0	100
Total	86	131	170	14	85	0	486
12 Months	I	II	III	IV	V	VI	TOTAL
Completed, Placed	33	101	82	2	23	0	241
Additional Training	3	4	6	3	4	0	20
Awaiting Placement	11	6	33	0	12	0	62
Terminated, Good Cause	10	3	23	3	24	0	63
Terminated, w/o Good Cause	35	1	39	2	23	0	100
Total	92	115	183	10	86	0	486
18 Months	I	II	III	IV	V	VI	TOTAL
Completed, Placed	28	62	73	2	23	1	189
Additional Training	2	2	5	3	1	0	13
Awaiting Placement	6	3	31	0	8	1	49
Terminated, Good Cause	12	1	22	1	24	0	60
Terminated, w/o Good Cause	31	0	34	2	29	0	96
Total	79	68	165	8	85	2	407

* I = Not Employed, Unemployed
II = Employed With SWP Employer
III = Employed With Other Than SWP Employer
IV = In a Training Program
V = Not Employed, Not In Labor Force
VI = Employed, Unknown If Initial Employer

APPENDIX C (cont'd)

Trainee Status at Time of Leaving Project

24 Months	I	II	III	IV	V	VI	TOTAL
Completed, Placed	17	40	55	1	18	0	131
Additional Training	2	0	6	1	2	0	11
Awaiting Placement	6	1	22	0	8	0	37
Terminated, Good Cause	12	1	12	1	25	0	51
Terminated, w/o Good Cause	17	0	36	1	28	0	82
Total	54	42	131	4	81	0	312

30 Months	I	II	III	IV	V	VI	TOTAL
Completed, Placed	8	11	21	1	9	0	50
Additional Training	0	0	2	0	0	0	2
Awaiting Placement	1	0	8	0	1	0	10
Terminated, Good Cause	5	1	7	1	16	0	30
Terminated, w/o Good Cause	12	0	18	1	17	0	48
Total	26	12	56	3	43	0	140